

INFORMATION REPORT

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SUBJECT Various Aspects of Communist Control of East China

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Public Safety Organization in Nanking.

1. The Communist control of Nanking, insofar as division into districts and the respective area of each district is concerned, is somewhat similar to that of the Nationalists. Each district is a government which was a structure including a Secretariat and a Department for Civil Affairs, Education, Industry and Commerce and General Affairs respectively (with an additional department for Administration of Justice in the case of a rural district). The District Government of the 3rd district Nanking - including the region of Confucius Temple and Chung Hua () Road - has a staff of over 80, but other governments were smaller in size.
2. In co-operation with the district government, the Nanking Public Safety Bureau established sub-bureaus in each district, divided into police posts. Each post controlled a number of public safety units and each public safety unit controlled 100-250 families. The chief of a public safety unit is usually a Communist political leader under whom are two to three public safety staff members. Among the inhabitants, every 15 families or thereabouts have to organize themselves into a civilian unit. These civilian units are directly controlled by the public safety units, but their chiefs might be either elected by themselves or appointed by public safety units. As there are no civil governments beneath the district government, the administrative activities have to be undertaken by the public safety units in accordance with instructions of superior authorities. Although there is a district representatives assembly for each district with the chief of the district government as chairman, the representatives, being really appointees, were elected as a formality only, and scarcely anything constructive is done in the assembly.
3. Census registration was begun in September and October 1949 and another general registration was held between the middle of June and the middle of July 1950. A comprehensive job was done of general registration. Before general registration, each family had to buy a copy of Census Record from the police post concerned at JMF 1.00 each copy. Printed on newspaper and bound with kraft paper front and back pages, the Census Record, containing 6 sheets, was labelled with the name of family, house number, name of street, district number, etc., on the front page; while the other

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6 sheets were devoted to Residents Registration Table, Outgoing Members Table, and Incoming Members Table in the order named (2 sheets for 1 table). Details of the three tables referred to were as follows;

Registration of Residents Table: giving the following 10 items:-

Head of family or status of relation to head of family.
Name of resident registered.
Sex of resident registered.
Age of resident registered.
Native Province or home town of the resident registered.
With what profession resident started his life.
Single or married.
Length of stay in Nanking.
Profession and rank.
Remarks.

Registration of Outgoing Members Table: with 10 columns for:-

Name of outgoing member.
Age of outgoing member.
Sex of outgoing member.
Nature of trip.
Destination.
Places passed en route.
Date of departure from Nanking.
Date of return from trip.
Date of certification.
By whom certified.

Table for Incoming Members requesting Registry: with 14 Columns for:-

Name.
Age.
Sex.
Home town.
Standard of education.
Married or single.
Profession.
Purpose of coming to Nanking.
From where.
Intended time of stay.
Date of Arrival.
Date of Departure.
Relation of Head of Family.
Remarks.

After purchase of Census Record, the different families had to fill in the particulars according to the table on a separate sheet which was to be sent to the police post or station; and after duly entered and sealed by the authorities, the Census Record which had been submitted together with the sheet of particulars, was to be returned to the family concerned by the respective public safety unit.

4. A Census Section in the different police stations took charge of all matters relating to census with the assistance of two or three staff members despatched by the Civil Affairs Department of the district government. All births, deaths, and removals of members of families living within the jurisdiction of the police station were to be reported to, and dealt with, by the Census Section of the police station concerned. As to the checking of the correctness of census, the relative public safety unit was to be held responsible.

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5. Movements of inhabitants had to be reported beforehand on separate sheets forwarded with Census Record to the Census Section of the Police station. After the matter had been dealt with, the Record would be returned in person by a member of staff of the public safety unit. In the case of new arrival, the certificate of original domicile must be produced, failing which no registration could be granted. In the case of departure, the police station would issue certificate certifying that the departure was duly granted after completion of necessary formalities. Should the whole family remove to places within the precincts of the sub-bureau, a remark would be entered on the remarks column and stamped by the police post. Otherwise the full particulars of all members of the family would have to be entered on the certificate issued, so that the police station at destination had simply to issue a new Census Record on the strength of particulars already furnished in the certificate. Removals to other cities were subject to similar formalities as applicable to removals to places under control of another public safety sub-bureau. All passengers staying more than one night were to be reported to the Census Section on a separate sheet with accompanying certificate, or in the absence of a certificate with shop guarantee. This was indispensable, as failure to report would entail penalty on the head of family when it was found out during a surprise search at night. Furthermore, the Communists were very particular on any suspects, and endless troubles would result if the required certificate or guarantee for the new arrival was not promptly produced.

Public safety units were held responsible for performing the following duties:

- a. Understanding of the living conditions, social and economic, of the people under their control, besides close attention to the normal thought and behaviour of the inhabitants.
- b. Maintenance of peace and order and checking of accuracy of Census.
- c. Organization of mass training.
- d. Attending to special duties entrusted by superior authorities and District Government.
- e. Assisting other government offices or civic organizations to transact certain business, and
- f. Surveillance and supervision of suspected families.

In short, the unit is primarily responsible for directly applying the government rules to the inhabitants; they are not allowed to shirk responsibility for delay in performance of duty within prescribed time limit.

7. Especially successful are the public safety units in carrying out their first and sixth duties referred to above. They have so strong a sense of responsibility that they cannot fail to recognise every inhabitant thoroughly. The following methods were adopted by them to secure the information desired:
- a. Indirect inquiry and secret investigation.
 - b. Periodic visit to various families to obtain the required facts from casual conversation.
 - c. Making use of energetic members of civilians to ferret out criminal matters.
 - d. Stirring up mutual antagonism among the inhabitants so that each party would unconsciously reveal the secrets of the opposite camp.
 - e. Eavesdropping.
 - f. Getting news innocently through school-boys and honest citizens.

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8. In dealing with suspected families, the public safety units frequently make surprise visits to find out if there is any irregularity. When confronted with inhabitants of whom the details are not fully known, they do not hesitate to converse directly with them and inquire about all they want to know. They are courteous and never excited. To the reasonable requests of the inhabitants they never delay by prevarication or by unnecessary hindrances. However, they are strict in carrying out the law when inhabitants infringe regulations. In minor behavior, therefore, they are very careful, and in relations with inhabitants they are rather intimate.
9. Owing to the responsible performance of the public safety units, the present census control of Nanking is more efficient than during any other period in the past. In Nanking, no families could avoid registry, and hardly any suspicious characters could avoid thorough Communist surveillance.
10. The source of the efficient personnel of the public safety units was either of the following:
 - a. Tactful junior Communist army cadres or young political representatives, poorly educated or illiterate, but appointed chiefs of the units owing to firmness of their allegiance to the Communist Party.
 - b. Students having received training in North Kiangsu before the Communists crossed the Yangtze.
 - c. Junior middle school students - 500 in number - recruited during CHOW Hsing's () tenure of office as chief of Nanking Public Safety Bureau and equipped with three months' training in the Communist school for public safety personnel
 - d. Nationalist Government employees taken over by the Communists, not many in number, the majority being assigned to traffic duties.

The treatment of the public safety personnel was either paid on:

- a. Salary basis at 60 to 70 commodity index units per month for former Nationalist employees, or
- b. On the supply basis for the rest of the staff.

Graduates of the "School of Public Safety Personnel" referred to above (with family burdens) were, however, paid on:

- a. Salary basis, or
- b. Semi-Salary basis.

Law and Order in Shanghai.

11. Since the establishment of Farmers' Unions in the various hamlets and villages on the fringe of the city, there has been complete peace and quiet. Rumors of guerrilla activity in the suburbs of Shanghai are entirely unfounded. In the city itself, most of the former policemen have been taken by members of the Young Police Corps, aged from 18 to 22. These youngsters are the backbone of the Shanghai Police Force and are much feared by the public as they deal with all cases concerning the census and the routine maintenance of order. Generally speaking, therefore, Shanghai, is unusually calm.
12. Census returns made by each family to its street government in the spring of 1951 had by the end of June been checked to the extent of 80% by women and older children employed by the street government. The census check is to be completed by the end of August and at the beginning of September the new local government system will come into operation. This system already obtains in most parts of the municipal area, but the former pao () and chia () system survives in a few districts. Under the new system Shanghai Municipality will have 48,215 street governments.

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13. Partly in consequence of arrests of reactionaries the number of people listening to foreign radio stations has gone down a lot, although the Communists have not so far carried out the threatened registration of wireless sets. Anti-social elements have recently been energetically hounded; such were unlicensed money-changers, whose black market in gold and American dollars has been virtually wiped out, and brokers in housing accommodations have been arrested and indoctrinated until the traffic in key-money has almost ceased.

Prohibited Areas.

14. The public is denied entry to Hungjao (), Kaoch'iao, Kaoch'angmiao () a naval base, Kiangwan, and Tach'ang which have been declared prohibited areas. Even Communist cadres must have special passes in order to enter them.
15. Scarcely any wounded soldiers from Korea are to be seen in Shanghai. The five municipal hospitals are serving civilian needs only. However, it is rumored that the Army runs several hospitals in the suburbs whose medical staff have had two years' training or less and are not very skilful.
16. There is little desire in Shanghai for the return of the Nationalists and it seems an increasingly remote possibility, now that Communist planes fly over the city daily and a Nationalist plane is never seen. The most dissatisfied class is probably the "junior" Communists, who have been repeatedly disappointed in their hope that their wages in kind would be replaced by cash payment. The existence of four classes of the ration scale (special, private, medium, and communal messing) causes a good deal of envy and resentment in the ranks of the Party. The availability of luxuries in the shops, rationed by price, accentuates the Communist class stratification.
17. The fact that evacuation versus scorched earth is still a live issue is attested by a recent official inspection of the machinery of two major newspapers with a view to deciding whether either could be dismantled at short notice. It was decided that removal would not be successful and therefore the machinery would have to be destroyed. In the case of the one, the main reason was that the assembly blue-print had been lost.

Recruitment for the Army in East China

18. By the end of January 1951, Land Reform in the East China Region was well advanced and the authorities had turned their attention elsewhere. A three months' campaign was initiated to recruit volunteers for the Army. In addition to the normal militia (armed civilians), volunteers were energetically sought for the Army proper, especially among poor farmers whose new holding of land after the redistribution was still inadequate to maintain all the sons of the family.
19. Volunteers between 18 and 35 were called for, but younger boys down to 15 years of age were accepted if their physique was good enough. The children of rich farmers and landowners (either former or surviving) were not accepted, even if they volunteered. Most volunteers came from poor families.
20. By 30th April, 140,000 volunteers were claimed from East China as a whole, coming principally from South Kiangsu, West Chekiang, North Fukien, North Kiangsu in descending order of numbers. Most villages supplied 15-20 volunteers. Those from Shanghai Municipality were generally better educated than the rest, many being middle school students.
21. The basic unit of the recruiting campaign was the administrative village, where the technique adopted was as follows: All healthy young men of suitable age were listed and divided into groups, with a Communist leader responsible for each. His job was to rally his group to Resist America and Aid to Korea meetings, the agenda of which he and his fellow-cadres decided in advance. Volunteers were called for at the end of every such meeting. At these meet-

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ings, the cadres would first get up and harangue the audience about the benefits conferred by land reform, whereby the poor farmers, formerly destined to a life of poverty and enslavement, were now independent masters of the land. Then they stressed the gravity of the outlook in Korea. The audience were then asked to resist the Americans and defend China; to which they had naturally to reply "Yes". Then volunteers were called for and every young man present who did not dare disclaim the intention was hailed as a volunteer. If any young man left having declined to volunteer at these meetings, he was late singled out and got at by persuasion and moral pressure until he gave in. Once one group in a village had secured some volunteers, it would challenge the next group to produce as many; a surprising number of volunteers were roped in by these competitive methods. The Communist call for volunteers thus proved more difficult to evade than the former Nationalist lottery system, from which one could always run away.

22. Each village had a quota to fill, and as soon as this was reached, or when it was felt that no further volunteers could possibly be expected, the volunteers would be sent, with great pomp and circumstance, to the hsien city, to the headquarters of the district government. Here they were well received, with sumptuous meals (plenty of meat and fish) and free comforts from various organizations and shops. When the contingents from all the villages had assembled, they were given a feast, attended by all the military civil notabilities of the district. Then they were given a good send-off, for which the military and most of the population turned out, and the district political representative wore full dress and carried a red bouquet. Drummers' and folk-dance teams took part in the procession, the trade unions handed over banners and a good many firecrackers would be set off.
23. After the volunteers had departed, their families were fairly well cared for. In country districts, 200 catties of rice were raised by local contribution for the family of each volunteer; in Shanghai his factory usually gave the family a monthly cash allowance. If the volunteers' family could not till the land he had left behind, a working party was formed from the young peasants who had not volunteered; and these were required to till the land and guarantee a certain yield; making up any shortage from their own produce. If necessary the Women's Service Corps would arrange to do housework for the volunteers' families, and there were price reduction for them at most amusement shows. The families were entitled to put outside their front door a notice board saying "Glorious Family of Volunteers".

Local Government in Kiangsu

24. During February and March 1950 in Kiangsu presumably in order to facilitate control, the Communists reduced the size of some of their units of local government. The basic unit remained the village (Pao) of 50-100 families. The parish, (Chen) however, was cut to half or a third of its former size, and now controlled only ten villages. Similarly the district (Chu) was reduced in extent so that it controlled only 15 of the new smaller parishes. Eleven districts now went to make up a county (Hsien) instead of the former seven.
25. The district government numbers about 120, among whom section chiefs and above are Communists. There are departments for civil affairs, culture and education, farming and taxation, and militia (headed by an Army officer). The district government is supervised by the district Communist Party Committee, led by a triumvirate of Party Secretary, Organizer and Propaganda chief. The same triangular staff is reflected in the district headquarters of the

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Youth Corps. The district farmers' union also has an old-time Communist at the head of it. Officials of the Party Committee and mass organizations do not remain much in their offices, but travel about their district, supervising at lower levels.

26. The Parish Government has a chairman, a political member and a member responsible for finance and public grain. There is a militia officer in each parish but he seems to be responsible to his District Headquarters and not the parish chairman. Similarly with the Farmers' Union officials and the Youth Corps officials. Nearly all these officials are young, newly-trained men, formerly or still in the Youth Corps, and a few already candidate members of the Party. The village government consists of a headman and a deputy headman. The village branch of the Farmers' Union has only an honorary, i.e. spare-time, unpaid secretary who is usually a Communist; but the branch is run by a committee with one member for every ten farmers.

Police.

27. Not even the district headquarters has a police station. Contingencies not involving arrest or the use of force are handled by the public safety section of the civil affairs department in the district government. When necessary, squads of police, uniformed or otherwise, are sent from the county town, whence all police work, both secret or overt, is controlled.
28. Staffs at district level and below are mainly very poorly-educated. Even the older Communist who head the parish government can often write only simple notes. Consequently no one bothers much about the drafting of official documents, and officials concentrate on infiltrating into the life of the ordinary people.
29. Another consequence of partial illiteracy and the empiric approach is that there is no sense of specialization, and all the local government officials act together to carry out each first-priority task as it falls due. For instance, when government taxes in kind are being collected, all local government officials and most Party workers go to the villages and help to supervise; and the same applies when overpayments are being refunded.
30. This working method gives the local government machine a practical efficiency much higher than one would expect from its officers' low standard of education. One month at most is taken to collect the government grain of a whole county. In June and July 1950, central authorities of the Party criticized local government officials for being autocratic and unfriendly to the peasants; but this got no farther. There is a regular though small-scale element of corruption in the villages, where the village cadres have done well out of land reform. Above village level, however, officials are still responsible, strict, impersonal, and zealous.
31. No one pays much attention to the keeping of census record cards up to date in the county, except when a citizen applies for a permit to travel to another district. It would nevertheless be virtually impossible to hide in the countryside, as no stranger would escape the notice of the ubiquitous militia, Communist Party and Youth Corps members. Recently the parish governments began issuing residents' certificates for personal identification; but these are not valid for travel outside the district, for which purpose a special permit is still required.

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